



## DEPARTMENT OF COMMERCE

### Census Bureau

#### **Agency Information Collection Activities; Submission to the Office of Management and Budget (OMB) for Review and Approval; Comment Request; Boundary and Annexation Survey**

The Department of Commerce will submit the following information collection request to the Office of Management and Budget (OMB) for review and clearance in accordance with the Paperwork Reduction Act of 1995, on or after the date of publication of this notice. We invite the general public and other Federal agencies to comment on proposed, and continuing information collections, which helps us assess the impact of our information collection requirements and minimize the public's reporting burden. Public comments were previously requested via the Federal Register on Tuesday, May 18, 2021 during a 60-day comment period. This notice allows for an additional 30 days for public comments.

*Agency:* U.S. Census Bureau, Commerce.

*Title:* Boundary and Annexation Survey.

*OMB Control Number:* 0607-0151.

*Form Number(s):* BAS-1, BAS-2,

BAS-3, BAS-5, BAS-6, BASSC-1L, BASSC-3L, BASSC-4L.

*Type of Request:* Regular submission, Request for a Revision of a Currently Approved Collection.

*Number of Respondents:* 40,000 governments.

*Average Hours Per Response:* 7.5 hours. This estimate is based on an average of 5 hours for a no change participant and 10 hours for a participant with changes.

*Burden Hours:* 300,000 hours.

*Needs and Uses:* The Boundary and Annexation Survey (BAS) provides tribal, state, and

local governments an opportunity to review the Census Bureau's legal boundary data to ensure the Census Bureau has the correct boundary, name, and status information. BAS also allows participants to review and provide updates to Census Designated Places (CDPs). BAS fulfills the agency's responsibility as part of the National Spatial Data Infrastructure, for which the Office of Management and Budget (OMB) Circular A-16 designates the Census Bureau as the lead federal agency for maintaining national data about legal government boundaries, as well as statistical and administrative boundaries. BAS supports the spatial data steward responsibilities of the OMB E-Gov, Data.gov, the National Map, and Geographic Names Information System.

The Census Bureau uses the boundaries collected in BAS to tabulate data for various censuses and surveys including the decennial census, American Community Survey (ACS), and Population Estimates Program (PEP). It also uses the legal boundaries collected through BAS to support several other programs such as Congressional and State Legislative redistricting, the Economic Census, the Geographic Update Population Certification Program, and the Special Census program.

Numerous federal programs also rely on accurate boundaries collected through BAS. The U.S. Geological Survey's National Map is updated annually to depict the legal boundaries provided by BAS. The Department of Housing and Urban Development uses legal boundaries to determine jurisdictional eligibility for various grant programs, such as the Community Development Block Grant program. In addition, the Department of Agriculture uses legal boundaries to determine eligibility for various rural housing and economic development programs.

The following collection methods allow the Census Bureau to coordinate among various levels of governments to obtain the most accurate legal boundary, CDPs, and contact information:

- BAS
  - Annual Response

- Submissions – Digital and Paper
- Non-Response Follow-Up
- State Agreements
- Consolidated BAS (CBAS) Agreements
- State Certification.
- Boundary Quality.

The following changes have been made since the BAS 60-day notification was published on Tuesday, May 18, 2021.

- The paper BAS annual response form (ARF) will no longer be included in the late-January annual response mailing. Participants will be instructed to complete the online response form or provide their response via email.
- BAS participants requesting CD/DVD will no longer receive state specific inserts or paper forms. State specific insert information will move to the online form. The paper forms are specific to the paper response method and will not be included with CD/DVD requests.
- BAS participants requesting paper maps will no longer receive state specific inserts. State specific insert information will move to the online form.
- BAS participants requesting paper maps will receive an insert that includes a list of materials included in the packet. This insert was omitted from the 60-day notification in error.
- The governor's letter for state certification will be replaced by an email. A non-response follow-up email was also added.
- The state certifying official letter will be replaced by an email. A non-response follow-up email was also added.

The Census Bureau collects legal boundary, CDP, and contact updates from tribal, state, and local governments during BAS. Governments are first contacted during annual response where they are asked if they have legal boundary, CDP, or contact updates to report. Those indicating they have updates to provide can choose to create a submission using an approved response method. Those governments that do not respond to annual response or those governments that indicate they have updates to provide are followed up with during BAS non-response follow-up. The BAS schedule is outlined below.

- **January 1** – Boundary updates must be legally in effect on or before this date to be reported in the current survey year.
- **January to May** – Tribal, state, and local governments respond during annual response or non-response follow-up indicating if they have legal boundary, CDP, or contact updates to report. Those with boundary updates to report download or request materials to create a submission to return to the Census Bureau.
- **Early January** – The Census Bureau sends the annual response email. Tribal, state, and local governments are contacted through email to determine if they have legal boundary, CDP, or contact updates to report.
- **Late January** – The Census Bureau sends the annual response letter. Tribal, state, and local governments that do not have an email address on file with the Census Bureau or did not respond to the annual response email are contacted through mail to determine if they have legal boundary, CDP, or contact updates to report.
- **Mid-February** – The Census Bureau conducts BAS non-response follow-up through email. Governments that have not responded to annual response, along with those that indicated they have boundary changes to report, are contacted through email.
- **March 1** – Boundary updates returned by this date will be reflected in the ACS and

PEP data and in next year's BAS materials.

- **March to May** – The Census Bureau conducts BAS non-response telephone follow-up. Governments that did not respond to the annual response email, letter, and non-response email are contacted over the phone to determine if they have any legal boundary, CDP, or contact updates to report.
- **May 31** – Boundary updates returned by this date will be reflected in next year's BAS materials.

### *BAS - Annual Response*

The Census Bureau first contacts tribal, state, and local governments during annual response. During this phase, the Census Bureau contacts all eligible governments through email and mail. The BAS annual response email includes program information and directs governments to respond through an online form if they have legal boundary, CDP, or contact updates to report. Only those governments that do not have an email address on file with the Census Bureau or did not respond to the annual response email are contacted through mail. The mailed package consists of a letter and program flyer.

Through annual response, participants are instructed to review the legal boundary, name, and status information, along with the contact information that the Census Bureau has on file for their government. BAS participants are also able to review CDP boundaries. Eligible governments can review their boundaries using the Census Bureau's TIGERweb online GIS viewer, partnership shapefiles, or PDF maps.

Participants respond if they have legal boundary, CDP, or contact updates to report through an online form, email, fax, or mail. Those indicating they have updates to provide can choose to create a submission using the Census Bureau's Geographic Update Partnership Software (GUPS) tool, their own GIS, or on paper maps. Participants can request to receive the materials to create their submission through download, by mail on CD/DVD or on large format paper maps.

The Census Bureau uses email and encourages participants to use the online form to respond to annual response to reduce cost and participant burden.

### *BAS - Submissions*

Tribal, state, and local governments with boundary updates can choose to create a submission using either digital or paper response methods during annual response. The data provided to the partners, by the Census Bureau, are derived from its Master Address File and Topologically Integrated Geographic Encoding and Reference (MAF/TIGER) System. The boundary data reflects updates reported by partners through the prior year's BAS.

### *BAS - Digital Submission Methods*

The Census Bureau offers participants two digital submission methods. Governments with boundary updates can create a submission using the GUPS tool or their own GIS. When completing annual response, participants select one of the following options:

- CD/DVD. Participants can choose to receive GUPS and the partnership shapefiles through mail on CD/DVD.
- Download. Participants can choose to download GUPS and partnership shapefiles, or partnership shapefiles only to use in their own GIS. The Census Bureau also offers a partnership toolbox that can be used in the partner's own GIS.

Those partners that elect to receive digital materials on CD/DVD will receive a package through the mail containing the following materials:

- Letter.
- CD or DVD containing GUPS tool.
- CD or DVD containing partnership shapefiles, respondent guides, and a readme text file.

Governments that elect to download materials can find the software, partnership shapefiles, respondent guides, and other information included in the letter on the BAS website.

Tribal, state, and local governments use GUPS or their own GIS to create a submission with legal boundaries updates, and optionally, CDPs, linear features, and landmarks updates. Partners return these updates electronically using the Census Bureau's SWIM file transfer module. Governments selecting one of the digital response methods during annual response will receive SWIM access information through email.

### *BAS - Paper Submission Method*

The Census Bureau also provides partners a paper map option to create a submission with legal boundary, CDP, linear feature, and landmark updates. When completing annual response, partners select the following option:

- Paper maps. Participants can choose to receive large format paper maps through mail.

Those partners that elect to receive paper maps will receive a package through the mail containing the following materials:

- Letter.
- Insert listing materials included in the package.
- Form specific to the government type.
  - BAS-1 – Incorporated places and consolidated cities.
  - BAS-2 – Counties and county equivalent governments.
  - BAS-3 – Minor civil divisions.
  - BAS-5 – Federally recognized tribal reservations and off-reservation trust lands.
- Large format paper maps covering the extent of the government.
- Supplies to update the paper maps.
- Respondent guide.

- Postage-paid return envelope.

Tribal, state, and local governments use the provided supplies to annotate legal boundaries updates, and optionally, CDPs, linear features, and landmarks updates on paper maps. Partners return these updates using the Census Bureau provided postage-paid return envelope.

### *BAS - Non-Response Follow-Up*

Tribal, state, and local governments that do not respond to annual response or those governments that indicate they have updates to provide are followed up with during BAS non-response follow-up. Non-response follow-up is conducted through email and over the phone.

Governments that have not responded to annual response, along with those that indicated they have boundary changes to report, are first contacted through email. The email reminds participants to respond through an online form if they have legal boundary, CDP, or contact updates to report. Those governments that indicated they have boundary updates to report are requested to submit those updates to the Census Bureau by the BAS program deadline.

Partners that still have not responded are contacted by phone later in the program cycle. Governments are requested to provide a response over the phone on whether they have legal boundary, CDP, or contact updates to report. Again, those governments that indicated they have boundary updates to report are reminded to submit those updates to the Census Bureau by the program deadline.

### *State Agreements*

BAS state agreements allow for the coordination and sharing of information and resources between the Census Bureau and state governments in collecting boundary information for local governments. Through this agreement with state governments, the Census Bureau aims to reduce the duplication of effort across various levels of governments as well as the cost and time burden associated with participating in BAS. To facilitate a state agreement, the Census Bureau may enter a Memorandum of Understanding (MOU) with the state. States interested in



establishing a state agreement MOU can do so when there is state legislation requiring local governments to report all legal boundary updates to a state agency.

The Census Bureau currently maintains two types of state agreements. In the first type of agreement, the state reports boundary changes for all local governments within its jurisdiction during BAS. Local governments in this type of agreement are notified about BAS, however, do not receive materials to participate, and are instructed to report all boundary updates to the state so that they are reported to the Census Bureau. Under the second type of agreement, the state provides the Census Bureau with a list of local governments that reported boundary changes. The Census Bureau uses the list to target those local governments during BAS. States have the option to report the list of governments with known legal boundary changes to the Census Bureau.

#### *Consolidated BAS (CBAS) Agreements*

The Census Bureau offers CBAS agreements to counties or county equivalent governments that are interested in submitting boundary updates for legal governments within their jurisdiction. CBAS agreements help ensure collection of complete and accurate boundary data, reduces duplication of effort between local and county governments and the Census Bureau, and reduces the cost and time burden on local governments. Once entered into a CBAS agreement, local governments are notified about BAS, however, do not receive materials to participate, and are instructed to report all boundary updates to the county or county equivalent government so that they are reported to the Census Bureau.

#### *State Certification*

The state certification program provides an annual opportunity for state agencies to verify that the legal boundary, name, and status information received through BAS updates were reported in accordance with state law. The Census Bureau requests that each state governor designate a state certifying official (SCO) to participate in the program. The SCO reviews listings of legal boundary changes, as well as government names and statuses that were

submitted through the previous year's BAS. These listings include the attribute information for new incorporations, dissolutions, mergers, consolidations, and legal boundary changes. The listings also include the names and functional statuses of all local governments within the state's jurisdiction. The SCO can request that the Census Bureau edit the attribute data, add missing records, or remove invalid records. Invalid records only are removed if the state government maintains an official record of all changes to legal boundaries and governments as mandated by state law. The state certification schedule is as follows:

- **October** – The Census Bureau sends an email to governors requesting the state appoint an SCO to participate in the program. Non-response emails are sent to governors that do not respond.
- **December** – The Census Bureau distributes the SCO emails. The SCO email contains information required by the SCO to participate in the program. Non-response emails are sent to SCOs that do not respond.
- **March** – The Census Bureau distributes discrepancy emails to local governments based on feedback from the SCO.

The state certification materials include emails to the governor, general emails to convey any additional information, respondent guide, legal boundary change, and government name and status listings to the SCO, and discrepancy emails to local governments. The listings and respondent guide are provided on the BAS website. The SCO returns all updates electronically through the SWIM file transfer module.

### *Boundary Quality*

The Boundary Quality project is designed to assess, analyze, and improve the spatial quality of legal, statistical, and administrative boundaries within the Census Bureau's MAF/TIGER System. Ensuring quality boundaries is a critical component of the geographic preparations for each decennial census and the Census Bureau's ongoing geographic programs.

In addition, the improvement of boundary quality is an essential element of the Census Bureau's commitment as the responsible agency for legal boundaries under OMB Circular A-16.

The Boundary Quality project represents an effort to systematically target and assess boundary quality within the Census Bureau's MAF/TIGER System. Historically, it has relied exclusively on geographic programs such as BAS and the Participant Statistical Areas Program (PSAP) to obtain updates to tribal, state, local government, and CDP boundaries. While programs like BAS play an essential role in improving boundary quality, the goal of boundary quality activities is to establish a more accurate baseline for legal boundaries and CDPs within an entire state or county. BAS would build on this baseline by collecting individual legal boundary changes and optionally associated addresses, and CDP updates, on a transaction basis as they occur over the years.

*Affected Public:* Tribal, state, and local governments in all 50 states and District of Columbia.

*Frequency:* Annual.

*Respondent's Obligation:* Voluntary.

*Legal Authority:* Title 13, U.S.C., Section 6.

This information collection request may be viewed at [www.reginfo.gov](http://www.reginfo.gov). Follow the instructions to view the Department of Commerce collections currently under review by OMB.

Written comments and recommendations for the proposed information collection should be submitted within 30 days of the publication of this notice on the following website [www.reginfo.gov/public/do/PRAMain](http://www.reginfo.gov/public/do/PRAMain). Find this information collection by selecting "Currently under 30-day Review - Open for Public Comments" or by using the search function and entering either the title of the collection or the OMB Control Number 0607-0151.

**Sheleen Dumas,**

*Department PRA Clearance Officer, Office of the Chief Information Officer, Commerce Department.*

